DOCUMENT RESUME

ED 042 235 EA 002 968

AUTHOR Londergan, Susan
TITLE Establishing an Educational Planning Unit for Delaware Department of Public Instruction.
INSTITUTION Delaware State Dept. of Public Instruction, Dover.
PUB DATE 69
NOTE 59p.

EDRS PRICE EDRS Price MF-$0.50 HC-$3.05
DESCRIPTORS Agency Role, *Educational Planning, Evaluation Methods, Literature Reviews, Organization, *Planning Commissions, Program Evaluation, Staff Role, *State Departments of Education, Systems Analysis

ABSTRACT

To assist the Delaware Department of Public Instruction in designing and implementing a modern strategy for coordinating educational planning in the State, this report reviews techniques employed by other State educational agencies and offers a proposal for developing a planning unit within the department. Some specific recommendations for improving planning within the department are: systems analysis training for department personnel, evaluation and updating of existing programs, a coordination system for departmentwide use, alternatives for decision makers, and the use of longrange projections as guidelines for short term efforts. (EA)

ED042235

N-SE
EA

STATE OF DELAWARE

DEPARTMENT OF PUBLIC INSTRUCTION

DOVER, DELAWARE 19901

ESTABLISHING AN EDUCATIONAL PLANNING UNIT FOR DELAWARE DEPARTMENT OF PUBLIC INSTRUCTION

Planning Study Conducted by:

Miss Susan Londergan
Governor's Summer Fellow '69

Study Directed by:

Dr. Wilmer E. Wise
Director, Research, Planning,
and Evaluation

1969

EA 002 968

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

TABLE OF CONTENTS

		Page
	ACKNOWLEDGEMENTS	ii
I.	INTRODUCTION	1
II.	STATEMENT OF THE PROBLEM	2
III.	DEFINITIONS	3
IV.	STATEMENT OF NEEDS	5
V.	PROCEDURES	7
VI.	LIMITATIONS OF THE STUDY	8
VII.	REVIEW OF THE LITERATURE	9
VIII.	THE PLANNING UNIT	
	INTRODUCTION	13
	A. Functions and Responsibilities	14
	B. Organizational Structures	17
	C. Roles and Competencies of the Staff	20
	D. Organizational Relationships	23
	E. Generalized Planning Strategy	33
	F. Procedure for Evaluation	41
IX.	PHASES FOR THE ESTABLISHMENT OF A PLANNING UNIT IN THE DPI	43
X.	SUMMARY AND RECOMMENDATIONS	48
	FOOTNOTES	iii
	BIBLIOGRAPHY	iv

ACKNOWLEDGMENTS

The report was made possible under the auspices of the Governor's Summer Fellow Program, and specifically commissioned by Governor Russell Peterson and Superintendent Kenneth C. Madden. The problem was detailed by Dr. Wilmer E. Wise, Director of Research and Publications, who also gave continued advice and assistance throughout the project. The author further wishes to acknowledge the assistance of Mr. James Campbell, Graduate Intern, as well as Mrs. Marietta Harris, and Mrs. Carolyn Bhai, secretaries in the Research Division.

I. INTRODUCTION

The rapid change in modern society places an increasing burden on public education to improve its capability to plan effectively and efficiently, in order to respond to individual and societal needs.

An aware, sophisticated public has increased its expectations of its institutions. Subsequently, pressures are placed on education to utilize modern planning techniques and technology to provide radical solutions to social problems. Many State educational agencies, in response to these pressures, have developed mechanisms within the agency which provide them with a capability for continuous, comprehensive and coordinated planning for change.

This report includes a review of the techniques employed by other state educational agencies to determine to what extent Delaware can implement the most feasible modern planning strategy.

The following is a proposal for developing a planning unit within the Delaware Department of Public Instruction which would coordinate continuous and comprehensive planning throughout the Department.

II. STATEMENT OF THE PROBLEM

The problem is to determine and establish a planning unit to provide the Department of Public Instruction with the capability for continuous, comprehensive, long-range and coordinated planning.

Specifically, the problem is to determine:

1. The functions and responsibilities of the planning unit;
2. The organizational structure of the planning unit;
3. The roles and competencies of the planning unit staff;
4. The organizational relationships of the planning unit within the Department of Public Instruction;
5. The organizational relationships of the planning unit outside the Department of Public Instruction;
6. A generalized planning strategy; and
7. A procedure for evaluation of the unit.

In addition, the problem is to determine the stages for establishing the planning unit within the Department of Public Instruction.

III. DEFINITIONS

Most of the concepts which appear in this study are commonly used terms. Several of them, however, are used in this report with specific reference to modern educational planning techniques. It will be helpful to define these terms:

1. Comprehensive:[1] This term is defined with regard to both scope and depth.

   a. Scope: Recognizing human limitations for identifying all elements which the term comprehensive implies, it is essential that the planning process is designed to allow for:

      (1) Continuous renewal and updating as integral components of the process and,

      (2) Effective processing of problem inputs that may be encountered in the future.

   b. Depth: The application of a detailed analysis concerning any given problem input, or set of related problem inputs which will define such inputs in a logically sequential order prerequisite to the identification, study and analysis of the underlying causative factors with which the planning process must be concerned.

2. Effectiveness:[2] The performance or output received from an approach or a program. Ideally, it is a quantitative measure which can be used to evaluate the level of performance in relation to some standard, set of criteria, or end objective.

3. Planning:[3] A process of preparing information in the form of a set of alternatives together with estimates of the consequences of these alternatives, to aid in decision-making for policy formulation and administrative action.

4. Planning Capability:[4] The organizational, procedural, technological, and support arrangements by which an agency has the capacity to apply problem-solving processes to any problem which it may face.

5. System Analysis:[5] The process of determining the parts of a system and the way in which they relate one to the other and with the total system. It is used during the problem-solving process for (a) identifying problems, and (b) analyzing a problem and setting goals.

The following is an operational definition of comprehensive educational planning, in which central concepts are meaningfully interrelated. As a conclusive statement of the efforts toward better educational planning, it will serve as a focus for the planning strategies and design.

> "Comprehensive educational planning is a process to produce valid information in the form of alternative courses of action, together with predicated consequences of such alternatives, to aid decision-making by those engaged in educational policy formulation and administration. The process should be capable of providing information relative to any educational problem input and should incorporate self-renewal and updating as essential features."[6]

IV. STATEMENT OF NEEDS

The demands on the Department of Public Instruction for planning are numerous. Obviously, the Department must utilize available resources to plan for the annual budget. Moreover, the amount of planning required for the budget has been increased: now budget policy allows a Department to determine where their budget is to be cut rather than having the State Budget Director arbitrarily cut certain areas. To effectively utilize this authority, the Department must set priorities and coordinate planning. Next, the Capital Improvements Program requires agencies to submit capital needs for six years in advance. In addition, legislation requires a great deal of planning by the Department. The Department must prepare needed legislation as well as plan the implementation of bills which have been passed. The Department is further delegated the responsibility for establishing standards and guidelines in broad areas for education and preparing policy for approval by the State Board of Education.

Federally-funded programs require systematic plans with a "built-in" process of evaluation. To take full advantage of this potential resource, the state level of education must improve its planning capability and stimulate improvements at the local level.

Furthermore, the Department needs to coordinate planning; planning is now fragmented into organizational divisions, with no formal structures to provide balanced coordination.

Such structures must be established so that resources are utilized most efficiently in planning and implementing educational policy.

In brief, the Delaware Department of Public Instruction needs to develop a modern planning mechanism to fulfill its operational, regulatory and leadership functions. Leadership includes all those functions not included as operational or regulatory, and specifically the functions of Services, Planning and Public Relations.

For the sake of present and future education--not only in Delaware, but throughout America--State educational agencies must not only utilize the most advanced strategies in planning, but must also stimulate all other levels of the educational system to improve their planning. By this interaction, steady progress will be made toward better education for all.

To effectively and efficiently meet planning demands, it is necessary for the Department to utilize comprehensive planning as a tool for the decision-makers and administrators. A planning mechanism does not itself make decisions or put them into action, but increases the strength and effectiveness of those who do, by collecting, ordering and analyzing the information needed to make effective decisions, to translate them into action and to evaluate their success. This planning mechanism increases the strength and background of the Superintendent, the State Board of Education, the legislators, and all lower-level administrators to make meaningful decisions and carry them out effectively. This is especially important to the Superintendent and State Board, who must make decisions continuously, yet often with incomplete information, inadequately organized.

V. PROCEDURES

The problem was formulated by the Director of Research and Publications of the Delaware Department of Public Instruction. Upon approval by the Superintendent, it was submitted to the Division of Urban Affairs, University of Delaware, as a proposal for the Governor's Summer Fellows Program. Under the auspices of this program, the author, a recent university graduate, was commissioned to undertake a ten-week study of the problem. This report presents the results of that investigation.

Several procedures were utilized to study the problem. An extensive review of the literature was made. Current literature on various planning techniques devised by the military, by corporations, or by educational agencies, was examined in depth. Reports produced by or on Delaware Department of Public Instruction operations were also closely studied.

Active involvement in functions of the Department provided a more detailed picture of the specific planning needs of Delaware's Department of Public Instruction. The author attended numerous meetings and councils of Department personnel engaged in planning and policy-making. Also, as a member of the Research and Publications staff, direct contact with the daily operations of the Department was maintained. In addition, private interviews were arranged with various Department leaders to fully examine present planning operations, to specify areas which need improved planning, and to explore the attitudes of Department leaders toward planning.

From these investigations, the author prepared this report, applying modern planning theory as expressed in the literature to solve the specific educational planning needs of the Delaware Department of Public Instruction.

VI. LIMITATIONS OF THE STUDY

There are several limitations inherent in this study. The author, a recent university graduate, had no specific expertise in either planning technology or the functions of state-level education. Also, the investigation was limited to a ten-week period of time. These factors reduced the possible scope and depth of the investigations.

There were further limitations in the procedures used. As stated above, numerous reports and studies were examined, and the findings were translated to meet the specific needs of the Delaware Department of Public Instruction. Unfortunately, reports and studies often overstate the value of their findings. The findings of these reports have nowhere been validated in an experimentally controlled situation. Instead, recommended structures and techniques are based on educational planning theory. This body of theory has been systematically developed only in recent years, largely as a result of federal aid to state education agencies for improving planning.

Because this theory is not fully developed and validated, proposed structures and techniques, found by experience to be successful in some state education agencies, may not be applicable to the Delaware Department of Public Instruction.

VII. REVIEW OF THE LITERATURE

The literature reviewed could be best examined by classification into categories. Within each category certain aspects of planning were explored, and certain approaches were utilized. The following is a summation of these main categories:

A. Corporate Planning Reports:

Reports in this category consisted of studies initiated by business and corporate management. They examine the needs for planning and delineate problems which have arisen in the implementation of planning. The common approach utilized in these studies was to cite ineffective planning mechanisms in contrast to successful planning techniques which improve efficiency and coordination.

These reports isolated several potential difficulties in instituting effective planning. These included: initial resistance (particularly from weak or ineffective divisions) to evaluation and structured, efficient planning techniques; resistance caused by fears that the planning unit would "take-over" decision-making; rejection or poor implementation of proposed plans and designs, because of ignorance or misunderstanding of the planning methods; and isolation of the unit from the "action" or implementation of the plan. Proposed solutions included: initial projects for the unit in highly "visible" areas, working with divisions who are positive toward planning; in-service training for Department personnel in advanced planning methodology, both to improve their own planning and to aid their understanding and acceptance of the planning unit; and the design of an organizational context within which the planning unit functions to prepare proposals for decision-makers and to guide implementation of the plan.

Corporate planning differs from educational planning in one important respect: goals. Business works toward one goal of financial rewards.

Education must aim toward a wide range of goals in human development, for both societal and individual rewards. This subtle distinction may limit the planner's ability to translate certain corporate planning techniques to the field of education.

B. Planning Conference and Workshop Reports:

These reports were summations of conferences and workshops held to discuss improved planning techniques and to give leaders experience in utilizing these techniques. The topics for discussion included: problems which arise in implementing comprehensive planning; planning functions appropriate to state educational planners; and the application of modern planning tools to educational problems. Some workshops focussed on a delineation of goals and priorities for state education.

The value of these studies was limited since the main value of the conference was often the active participation in utilizing modern planning tools. Furthermore, the main focus of the conference was usually to direct the discussion to specific problems and priorities of a state or region.

C. State Education Agency Reports on Educational Planning:

Studies on educational planning have multiplied in the past ten years, largely as a result of federal funding. State education agencies have not, and perhaps cannot, utilize experimentally controlled situations to validate educational planning theories.

A variety of other techniques were utilized by state education agencies to study planning needs and to design mechanisms which would effectively provide solutions to these needs. Intra-departmental and inter-state conferences and workshops were held to delineate needs and to explore the merits of various

planning designs. Individual states evaluated and adjusted their planning mechanisms to determine the optimal pattern to fit their particular characteristics (i.e. size of the educational agency, sophistication of the personnel in planning techniques, objectives and priorities). Some departments utilized advanced planning techniques to analyze agency needs and to delineate solutions. They defined the problem, quantified their objectives, set priorities, determined flow charts and PERT networks, explored cost-benefit analyses, and designed both a planning mechanism and a system for evaluation and renewal of the mechanism.

Federal regulation of funds provided structures within which the methods and findings of educational planning are coordinated, compared and interpreted. Modern educational planning theory has emerged as a result of this systematic coordination and evaluation.

The findings of state educational planning reports vary to meet the varying needs of the state. However, the findings are conclusive on several points. All state educatinnal agencies insist that a separate planning unit must be established in direct contact with the Superintendent in order to be effective. Also, educational agencies concur in providing the expertise of planning specialists on the planning unit staff.

The planning unit is designed to function as a tool to provide ordered and analyzed information on alternative solutions and the consequences of such solutions, to aid decision-makers and administrators in policy-formation. Various functions and responsibilities, structures and designs are formulated to fit the particular state education agency.

D. Delaware Department of Public Instruction Reports:

Numerous reports by and on the Delaware Department of Public Instruction were reviewed. Types of reports reviewed included statistical reports, School

Laws of Delaware, State Board of Education Reports, description reports on Department of Public Instruction structures and relationships with external agencies, planning reports prepared by Department personnel, and reports on Department functions by outside agencies.

Planning reports produced by the Department were particularly studied to examine the extent to which procedures of comprehensive analysis and evaluation were utilized.

These planning procedures were utilized only in limited areas: in general, the most comprehensive reports are produced in areas where required by legislation.

The review of this literature provided necessary information on roles and responsibilities, structures and relationships throughout the Delaware educational system.

VIII. THE PLANNING UNIT

INTRODUCTION

From a review of planning mechanisms designed by other state agencies, in combination with a careful examination of the characteristics of the Delaware Department of Public Instruction, it is possible to determine an effective planning unit for Delaware. This theoretical unit provides the DPI with continuous, comprehensive, coordinated and long-range planning.

In reality, however, there are numerous barriers to the full operation of this planning unit. In addition to determining a model planning unit, it is necessary to establish the steps or stages which the Department must take to establish this unit.

The following sections of the report present an effective planning unit, and steps for the Department to take to "phase-in" the planning unit. In the section entitled "The Planning Unit", the form, functions, and relationships of the fully effective planning unit are outlined.

Subsequently, in the section entitled "Phases for the Establishment of a Planning Unit in the DPI", the author proposes steps for the Department to take to "phase-in" to a fully effective planning capability.

A. Functions and Responsibilities

The exact functions and responsibilities of the Planning Unit need to be determined. The planning mechanism must provide the Department of Public Instruction with

- Continuous
- Comprehensive
- Coordinated
- Long-range

planning, in the form of sets of alternative courses of action for decision-makers. These are the four basic areas of responsibility of the Planning Unit. It must engage in a wide variety of functions to fulfill these responsibilities. The following is a list of suggested functions for the Planning Unit, compiled from numerous sources on state education agency planning. This is not intended to be a complete list of functions. Rather, it indicates the nature and scope of activities the Unit will perform. Additional tasks will be performed by the Unit as needs become evident, and resources are available.

•long-range
-establish the data needed to make long-range projections
-investigate data sources currently available
-identify additional data needed for long-range planning
-provide for the collection of all data relevant to long-range planning
-assist in the development of a data bank of all information necessary to make long range plans (i.e. data on pupils, personnel, resources and facilities)
-establish a program for the ordering and analysis of relevant data
-compile a thorough, projected analysis of future trends in enrollment, revenue, etc.
-identify and define projected goals for education
-identify and define projected social, economic, political, cultural and individual demands on education.
-identify and define critical problem areas of the future
-establish priorities for education in the future
-identify alternative long-range and intermediate plans for educational services and programs
-prepare simulation models, cost-benefit analyses, and other techniques for comparing the consequences of alternative courses of action
-recommend a comprehensive, coordinated long-range plan, with a system of evaluation, to decision-makers and administrators
-recommend the development of legislation and policy needed to provide satisfactory support the for long-range plan
-coordinate the development of needed measurement instruments and techniques to improve the capability for long-range planning

•coordinated
-coordinate the training of educational personnel in the DPI in advanced planning techniques (i.e. systems analysis, PERT, simulation, cost-benefit analysis, etc.)
-coordinate the training of educational personnel in local educational agencies in advanced planning techniques
-establish communications patterns within the DPI to facilitate coordination of planning between divisions
-help to avoid duplication of effort in Department planning
-coordinate planning in areas where the problem area encompasses more than one division
-relate DPI planning to federal, regional and local educational planning
-assist local educational authorities in developing their planning capability
-prepare comprehensive plans for local educational authorities upon request
-involve local educational personnel in planning activities of the DPI where feasible
-communicate innovative values, concepts and programs to all levels of education to provide a common frame of reference and to decrease resistance to change
-help to influence and implement change through mutually advantageous and necessary cooperation between industry, education and government
-continue cooperative efforts with experts in other fields of planning; for example: city planners, professional planning consultants and land use planners
-coordinate state educational planning with planning efforts in other state agencies; stimulate the development of planning capability where appropriate
-cooperate with other educational institutions in educational research and demonstration projects
-coordinate between local education authorities and educational research institutions, assisting in the development of educational programs and services
-contact all agencies or interest groups concerned with education and provide liaison between these groups and appropriate elements of the educational system

•comprehensive
-identify and define current goals of education
-identify and define current resources available to state education
-identify and define current social, economic, political, cultural and individual demands on education
-direct an assessment of the status of education in relation to stated goals
-identify and define critical problem areas of education
-develop and implement a process for determining educational priorities
-identify problems or problem areas where planning assistance is needed
-provide in-service training to DPI personnel in advanced planning techniques (i.e. systems analysis, PERT, simulation, cost-benefit analysis, etc.) to assist them in planning
-cooperate with the data processing division, the research division and all other information - gathering elements of the DPI to improve the collection and analysis of relevant information for planning
-assist with the development of a data bank of information necessary for effective educational planning
-identify new tools in educational planning and inform relevant personnel of their usefulness
-develop needed measurement instruments and techniques for improved planning
-analyze all aspects of problem inputs submitted to the planning unit, utilizing the most advanced systems analysis available
-investigate new educational applications in formulating alternative strategies for the problem solution
-generate alternative means to attain the educational objectives desired
-analyze the consequences of alternative courses of action by various planning techniques (cost-benefit analysis, PPBS, simulation, etc.)
-provide decision-makers with the analysis of the problem, and the investigation of alternative strategies
-assist with the implementation of plans, by developing implementation strategy and preparing for necessary legislation.
-involve key representatives from various levels of the educational system where appropriate and feasible, to increase the contact with planning procedures and to widen the scope of ideas and interests involved

•continuous
-provide for the periodic review and updating of educational goals
-provide for the periodic review and updating of educational resources
-provide for the periodic review and updating of social, economic, political, cultural, and individual demands on education
-provide information and communications patterns to keep educational personnel aware of advances in planning techniques, program development, and information systems
-establish evaluation procedures in the development of every new plan
-review current programs and establish procedures for periodic evaluation of the program
-provide a structure for the continuous evaluation of coordinated state educational performance and output
-assist local educational authorities in evaluating their programs
-disseminate information evaluating the implementation of various programs, especially experimental programs
-evaluate DPI operations, as to their efficiency and effectiveness, and recommend improvements

B. Organizational Structures

With relatively minor modifications, the Delaware Department of Public Instruction can adapt its organizational structures to establish an effective Planning Unit. The major aspects of the restructuring will be outlined in this section. Structures are proposed for: (1) the position of the planning unit within the Department of Public Instruction, and (2) the administrative organization of the planning staff.

1. DPI Structure

The literature reviewed strongly recommends the establishment of a separate planning unit assigned specific responsibility for continuous, comprehensive and coordinated planning. Furthermore, the unit is placed in direct contact with the Superintendent in a position which enables its staff to work directly with all divisions for effective planning.

There are two major alternatives in which the Delaware Department of Public Instruction can be restructured to establish an effective planning unit. These are illustrated in Figures I and II

Figure I
(The Department of Public Instruction I)

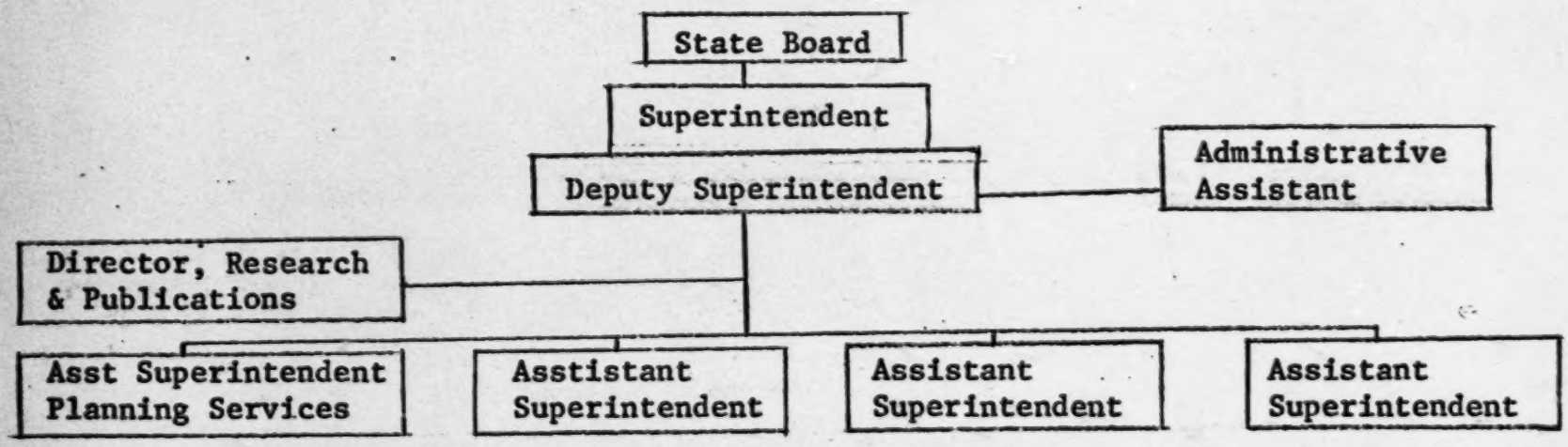
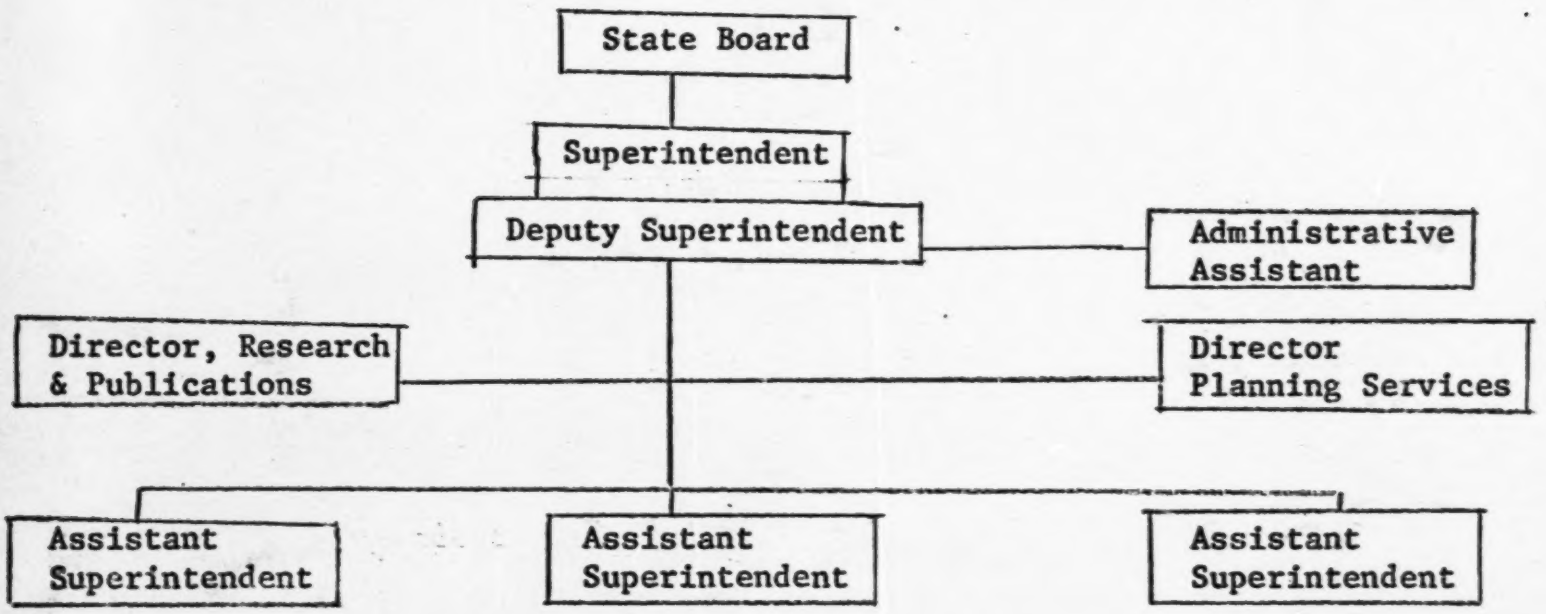


Figure II
(The Department of Public Instruction II)



Both structures provide an effective model for planning. In Figure II, the Unit is in a position parallel to the Director of Research and Publications, and entitled Director of Planning Services. In Figure I, the Unit maintains direct contact with the Superintendent with the higher status of Assistant Superintendent of Planning Services. The structures are both feasible and effective. Department leadership may select either alternative.

The title and position selected reflect the degree of authority the Department delegates to the planning staff. It would also be possible to initiate the Unit under the title "Director of Planning Services" and promote it to "Assistant Superintendent for Planning Services" as its importance to the Department increases.

2. Administrative Structure of the Unit

As recommended, each member of the planning Unit staff has specialized expertise in certain aspects of educational planning. Each member works directly with organizational divisions of the Department in his specific area of expertise,

thus, there is approximately equal staff status for members of the planning Unit. One member of the staff is selected to direct and manage the overall planning function. Wolvek (Iowa)[7] recommends that the titles and structure of the Unit reflect these relationships. In Delaware, this is accomplished by one of the following alternatives (See Figures III and IV) depending on whether the Unit itself is placed in either Figure I or II, respectively.

Figure III
(The Planning Unit I)

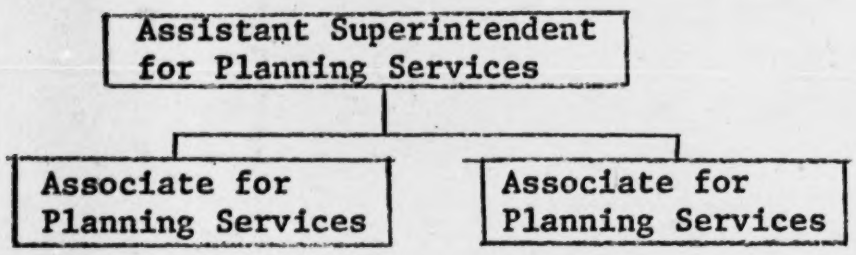
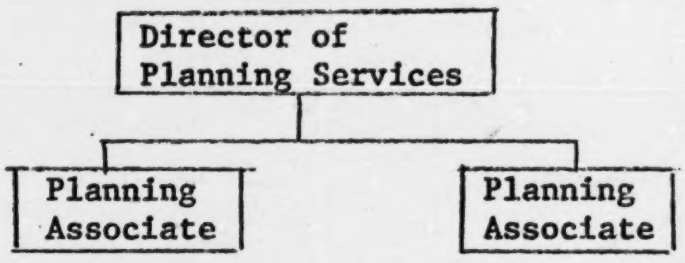


Figure IV
(The Planning Unit II)



To simplify the following discussion, staff positions will be referred to as Director of Planning Services and Planning Associates.

State Educational Agencies do not specify one optimal size for a planning unit staff. The staffs of units vary in size according to the particular characteristics and planning needs of the state education agency. The staffs of such planning units vary from a minimum of four to a maximum of eighteen persons. The consensus of the literature pointed out the necessity for a minimum of three persons to form the nucleus of a separate planning unit.

Taking into account the small size of Delaware's Department of Public Instruction, the limitations of money available to planning and the experiences of other small states in establishing a planning unit, the author proposes that a three-man planning staff be the objective of the Department. If this staff is found to be inadequate to meet the growing demands on planning and coordinating, additional personnel can be added as needed.

C. Roles and Competencies of the Staff

The experience of other state educational agencies points out the necessity for planning staff to have specialized training in planning techniques in order to be effective. Various methods have been utilized to achieve these specialized skills. These include: contracting consultants to direct the planning function, hiring specialists in educational planning, and training Department personnel in advanced planning techniques through in-service training or workshops.

Contracting of consultants does not provide for a permanent planning unit with continuous reevaluation. Also, it is more expensive than the other methods. Hiring specialists in educational planning offers the dual advantage of providing advanced planning skills and an approach to Department planning unbiased by defensiveness or tradition. However, hiring three specialists is also an expensive proposition for a DPI. The training of Department personnel in advanced skills is the least expensive alternative, but the Department will not achieve a full planning capability for an extended period of training. On the basis of these reasons, it is recommended that the Department utilize a combination of these approaches to develop a planning unit in Delaware. The author proposes that the Delaware DPI hire one full-time specialist in educational planning to head the Planning Unit and train two members of the Department in planning techniques to fill two positions on the staff.

The Planning Unit staff is to be trained in specific planning skills and techniques. Based on the combined findings of Utah[8] and Iowa State Educational Agencies,[9] expertise in the following ten fields is recommended:

- Educational Supervision and Coordination
- Systems Technology
- Communications Networks

- Long-range Projections and Forecasting
- Knowledge and Interpretation of Laws which focus on Education
- Relating socio-economic-political trends to Education
- Information Systems Analysis
- Educational Research Design; Preparation of Applications for Funding
- Mathematical and Simulation Model Technology
- Cost-benefit Analysis and Planning-Programming-Budgeting

Since Delaware will have only three staff positions, each staff member must be competent in several of these fields. The following expertise is recommended for each position on the planning staff:

Director of Planning: The Director of Planning combines expertise in educational administration and coordination, systems technology, communications networks and long-range projections. He is specifically responsible for:

a. Coordinating the planning function with other Department operations.
b. Providing liaison between DPI planning and planning in other agencies, especially at the local level.
c. Developing communications networks within the DPI and with outside groups.
d. Directing in-service training for Department personnel in systems technology.
e. Directing long-range planning.

Planning Associate I: This associate will combine expertise in the knowledge and interpretation of laws which focus on education, relating socio-economic-political trends to education, applying for funds for educational projects, cost-benefit analysis, and planning-programming-budgeting techniques. He is specifically responsible for:

a. Preparing for legislation and the implementation of legislation which affects the planning function.

b. Perceiving and analyzing the significance of socio economic and political trends in education.

c. Performing cost-benefit analysis of alternative strategies proposed by the planning unit.

d. Developing a PPBS for the Department

e. Directing and assisting in the applications for federal and private sources of funds at both the State and local levels of education.

Planning Associate II: This associate will be skilled in researching and retrieving a wide variety of educational data and information, utilizing statistical techniques (including data processing) and mathematical and simulation models technology for needs assessment and projections. He is responsible for:

a. Perceiving and analyzing the significance of information received from environmental elements.

b. Directing needs assessment and priority-rankings.

c. Preparing simulation models based on alternative courses of action by the DPI.

d. Improving the Department-wide system of information collection, analysis, and dissemination through the Information Systems Council.

Tools Common to all Three Planners: It is advisable for all three planners to be competent in certain planning techniques, since all will be working directly with other divisions in planning activities. Examples of areas that all planners should have a basic preparation in are: systems technology (specifically PERT and CPM), forecasting and projections, environmental analysis, principles of statistics, computer applications and flow charts.

D. Organizational Relationships

"Comprehensive statewide educational planning can only be achieved if organizational patterns are established which clearly take cognizance of the overriding importance of planning, and provide the means by which planning functions will be promoted and facilitated."[10] With relatively minor modifications, the Delaware Department of Public Instruction can adopt its organizational relationships to establish an effective planning capability. In this section, the central aspects of these relationships will be detailed. Specifically, this section will outline:

(1) The relationship of the Planning Unit to the decision-making functions of state education, specifically, the State Legislature, State Board of Education, and the executives of the DPI.

(2) The relationship of the Planning Unit to the "action" component of state education; the administrative and divisional leaders.

(3) The relationship of the Planning Unit to other levels of the educational system; for example, the Federal Office of Education, local school districts, and colleges and universities.

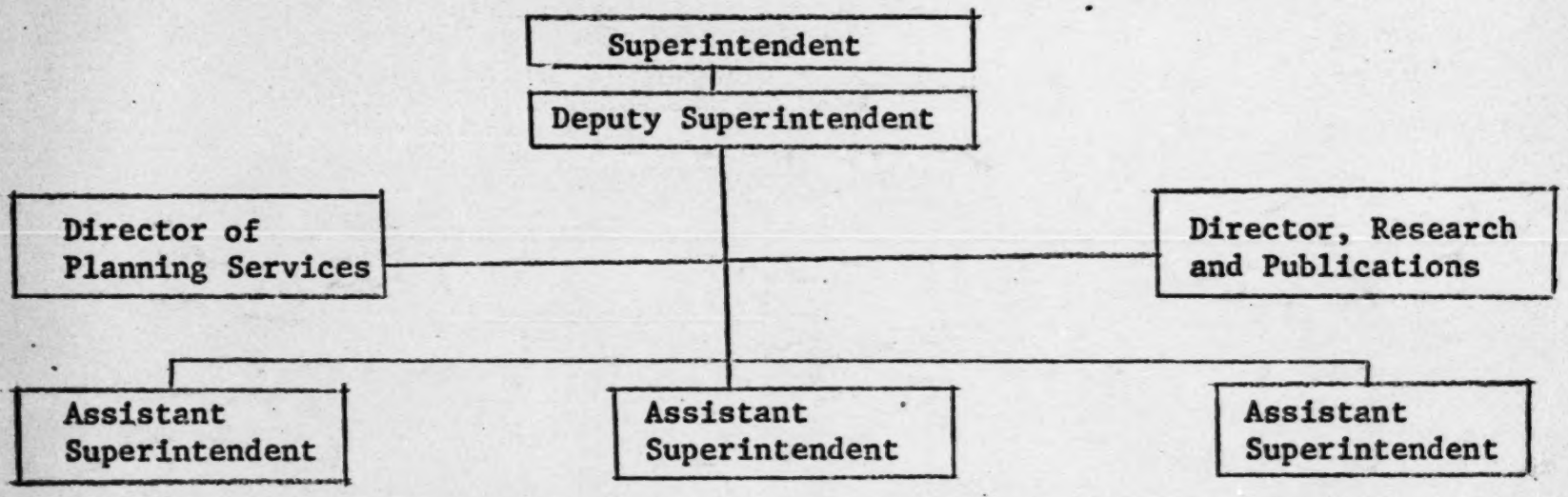
(4) The relationship of the Planning Unit to other relevant agencies and organizations; for example, related state agencies, business foundations, and concerned citizens groups.

These varied groups are related through the following committees and councils:[11]

(1) The Executive Council (Figure V): This council relates the Planning Unit to the decision-makers of the educational system. The Council itself is directed by the Superintendent, with the Deputy Superintendent acting as Executive Secretary. The Council is composed of the heads of Administrative Divisions (the Assistant Superintendents).

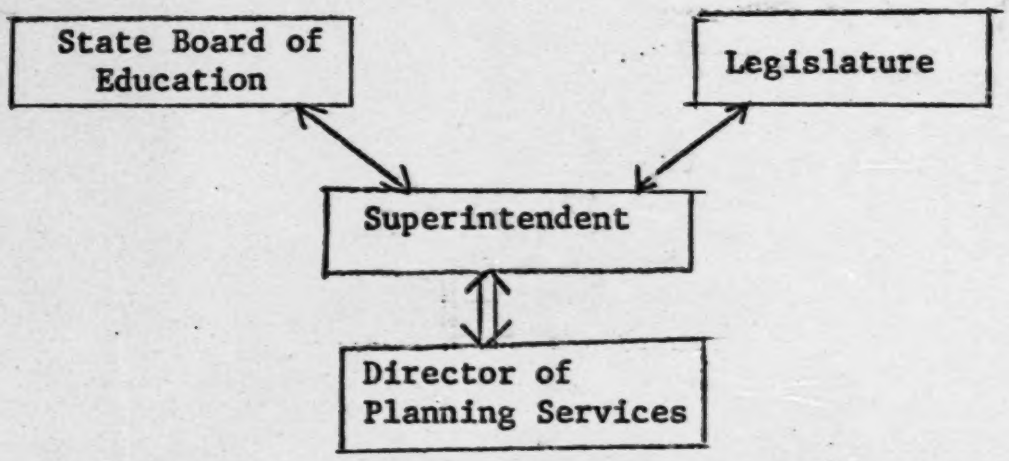
All plans must be submitted to the Executive Council for approval before implementation. The Council makes decisions by consensus on the basis of recommendations submitted by the Planning Council. Furthermore, the Council takes action to commit resources and to organize for the implementation of the plan.

Figure V
(The Executive Council)



Furthermore, the Executive Council relates the Planning Unit to the State Board and the Legislature (Figure VI). The Superintendent commissions the unit to prepare specified plans for these bodies, and approves all plans to be submitted to either the State Board or the Legislature.

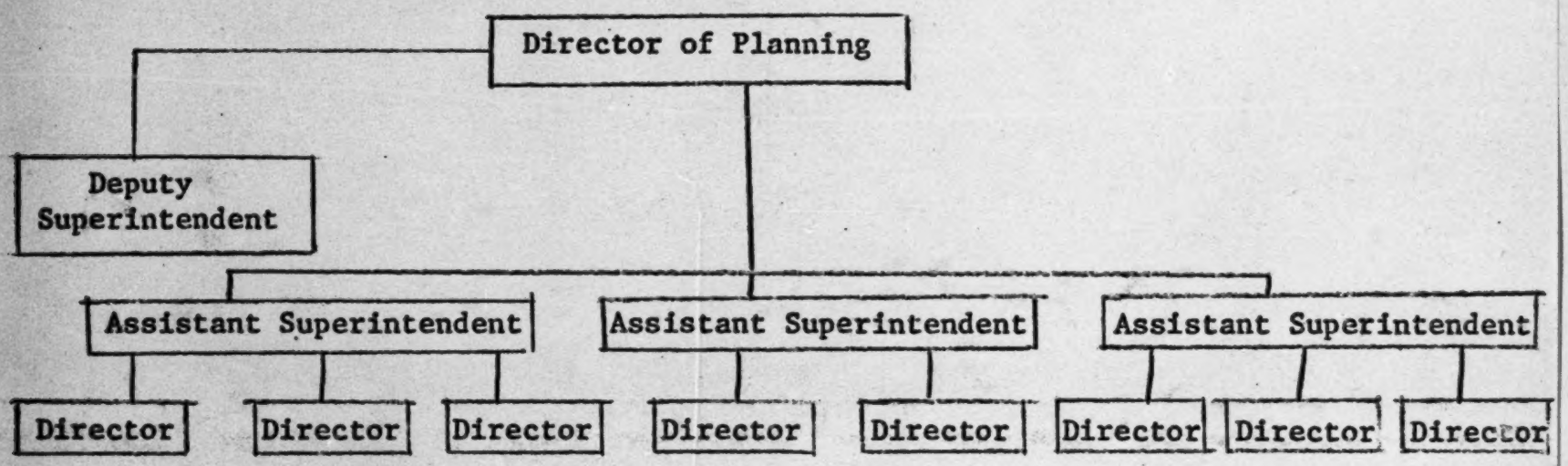
Figure VI
(The Executive Council)



In Delaware, the present Administrative Council includes all the proposed members of the Executive Council, and serves in a decision-making function. With the establishment of a separate planning unit, the Administrative Council will be officially authorized to make executive decisions on planning. As planning becomes more specialized and more demanding, it may be necessary to schedule meetings more frequently than twice a month.

(2) The Planning Council: Furse relates the planning unit to the "action" component of state education, the administrative and divisional leaders, through a Planning Council (Figure VI). The Director of Planning Services directs the Council, assisted by the Deputy Superintendent as Executive Secretary. The Council is composed of all Administrative and Divisional Heads.

Figure VI
(The Planning Council



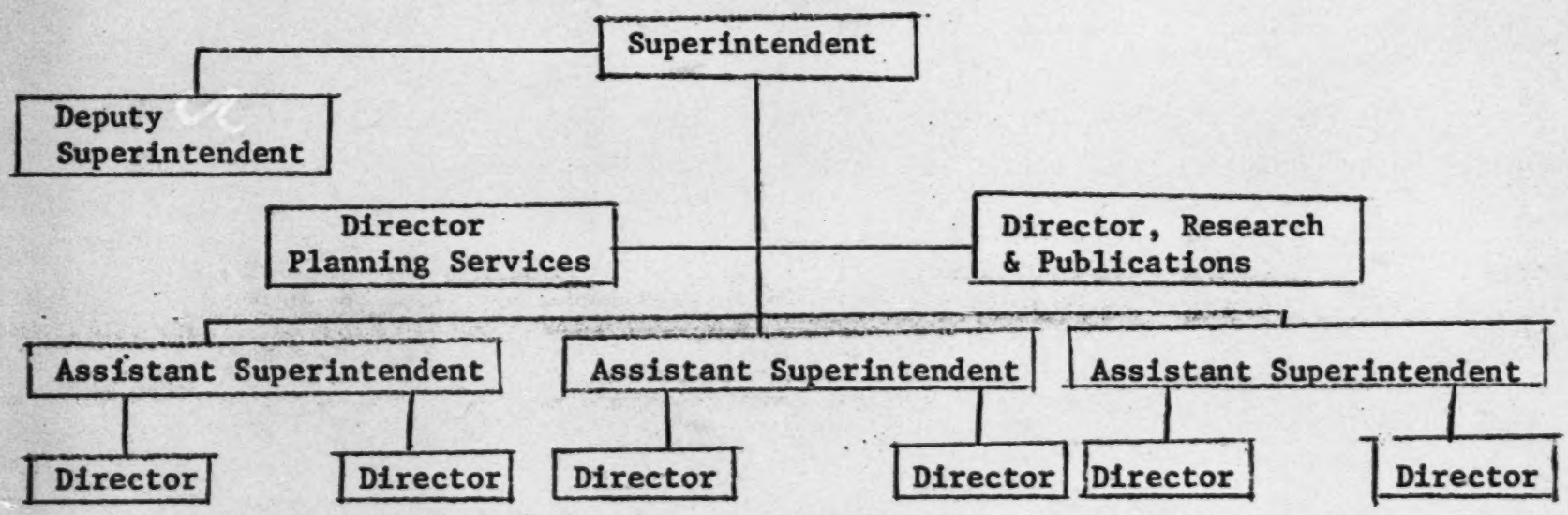
Problems for planning consideration are to be submitted to the Planning Council, and priorities established. The Council serves to coordinate for planning and to organize for the process of planning and the implementation and evaluation of the plan. Decisions are made by consensus on the recommendation of plans to be submitted to the Executive Council.

In Delaware, the present Administrative Council has monthly meetings, directed by the Superintendent, which contain all members of the proposed Planning Council and informal procedures of this Administrative Council. Because of the small size of the Department of Public Instruction, and the relative power of the Superintendent, it is suggested that the Delaware Department of Public Instruction retain the Administrative Council as its Planning Council, under the direction of the Superintendent.

As demands for planning become greater, the Superintendent may establish a separate Planning Unit under the direction of the Director of Planning Services.

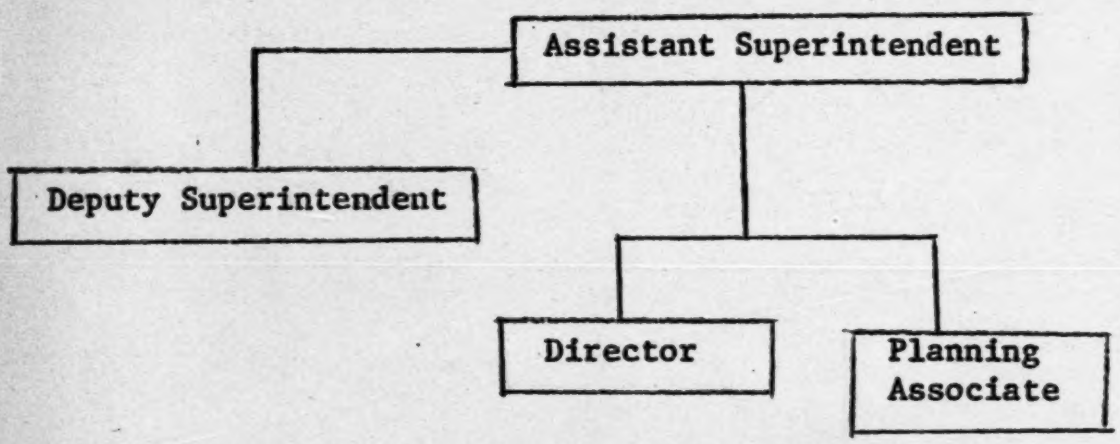
With the additional tasks of planning and coordination, it will be necessary to schedule more frequent meetings, which include Divisional Heads: a feasible scheme is the addition of time at the end of each Administrative Council meeting specifically designated for planning. The proposed Planning Council is shown in Figure VII:

Figure VII
(The Planning Council II)



(3) Program Review Committee (Figure VIII): This committee has no specific structure. Each committee includes at least one member of the planning staff and the Deputy Superintendent. A proposed structure is shown in Figure VIII.

Figure VIII
(Program Review Committee)

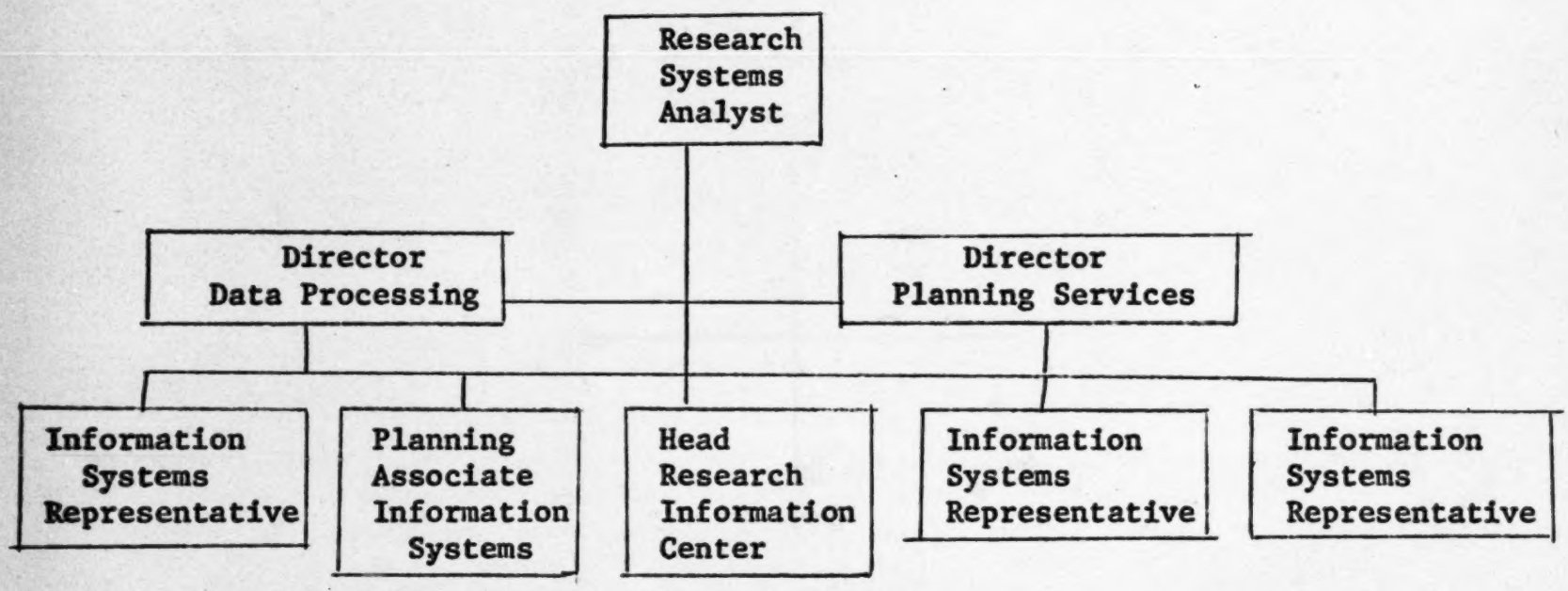


The Program Review Committee is selected to develop and screen planning proposals prior to the meeting of the Planning Council. The Committee prepares the agenda for the Planning Council. The Department may select several Program Review Committees, each preparing proposals of a specific nature, or it may select one Program Review Committee for all proposals.

(4) Task Forces: These units are designated by the Planning Council for a specific task as it arises. Members of the Task Force are chosen for their particular expertise in the problem area, or for their central role in its implementation. Members of the Task Force may be specialists from outside the Department; indeed, this is often a valuable source of insight and information.

(5) Information Systems Council (Figure IX): The Information Systems Council is structured as indicated in Figure IX. Directed by the Research Systems Analyst of the Research and Publications Division, it includes the Director of Planning Services, the Director of Data Processing, the head of the Research Information Center and an information Systems representative from each administrative division.

Figure IX
(Information Systems Council)



The Council is delegated responsibility for developing and coordinating improved methods of data collection and analysis and improved patterns of information collection and communication within the Department. The Council submits recommendations for improved techniques and better equipment to the Executive Council.

(6) Relationship of the Planning Unit to Local Educational Agencies: The Planning Unit serves in several capacities with relation to the local education authorities. As shown in Figure X, the Unit assists local education authorities to develop their own planning capability, and makes available for their use the advanced planning techniques and equipment acquired by the state education agency. The Unit also encourages the development of regional planning coordination by the

local education authorities, as indicated in Figure XI. This regional coordination allows the local schools to purchase equipment for mutual use which would otherwise be too expensive, and encourages planning of cooperative innovative programs. Finally, the Planning Unit also serves as a coordinator between the local education agencies and other levels and branches of the educational system (See Figure XII). Too often the local level is unaware of the programs or services that other areas have to offer, or they are unable to prepare the complicated plans required to take advantage of such plans. The state educational Planning Unit informs the local level of programs and services offered by the other levels and branches of education, and offers its services in assisting the local level to plan and apply for needed services.

(7) Relationship of the Planning Unit with Related State Agencies (Figure XIII):

Figure X

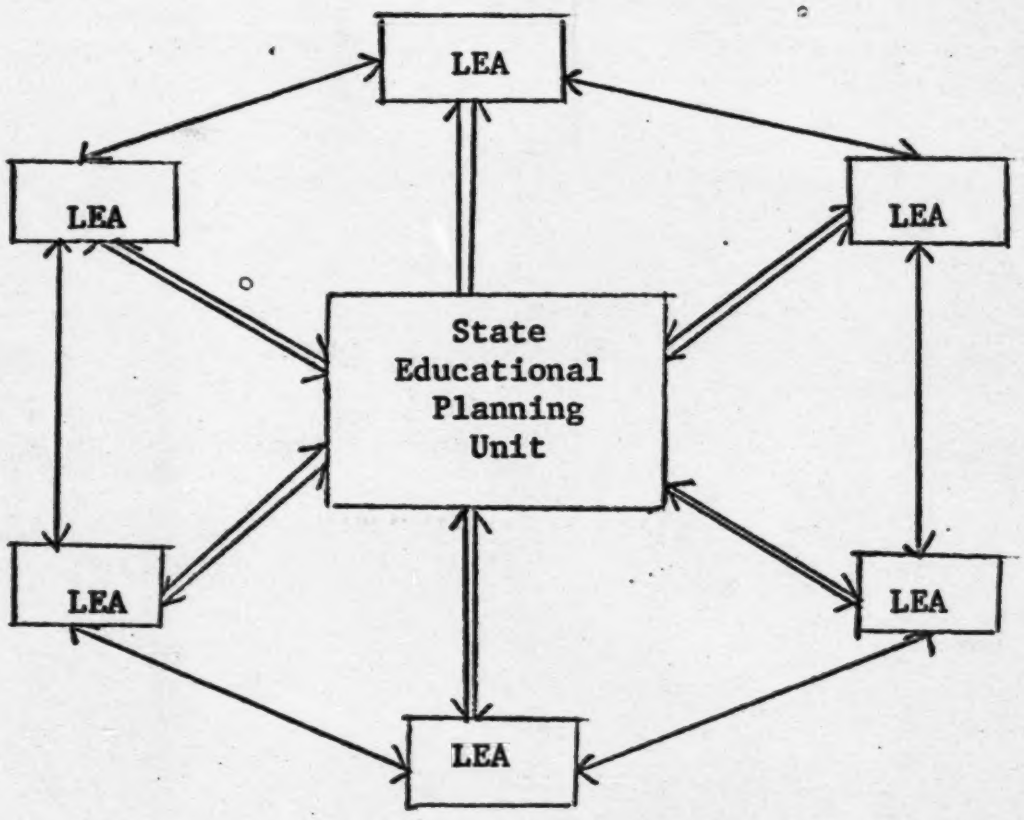


Figure XI

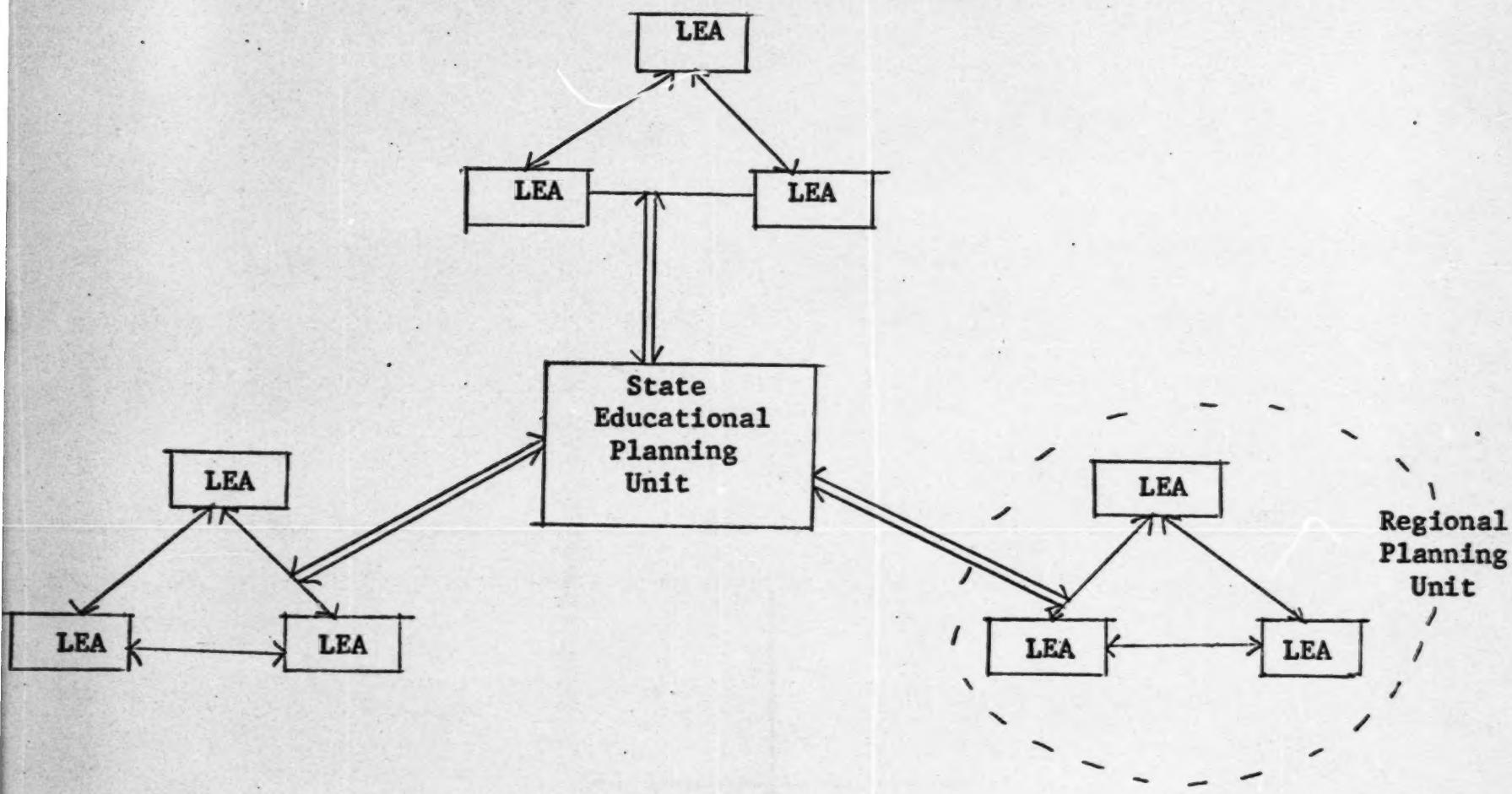
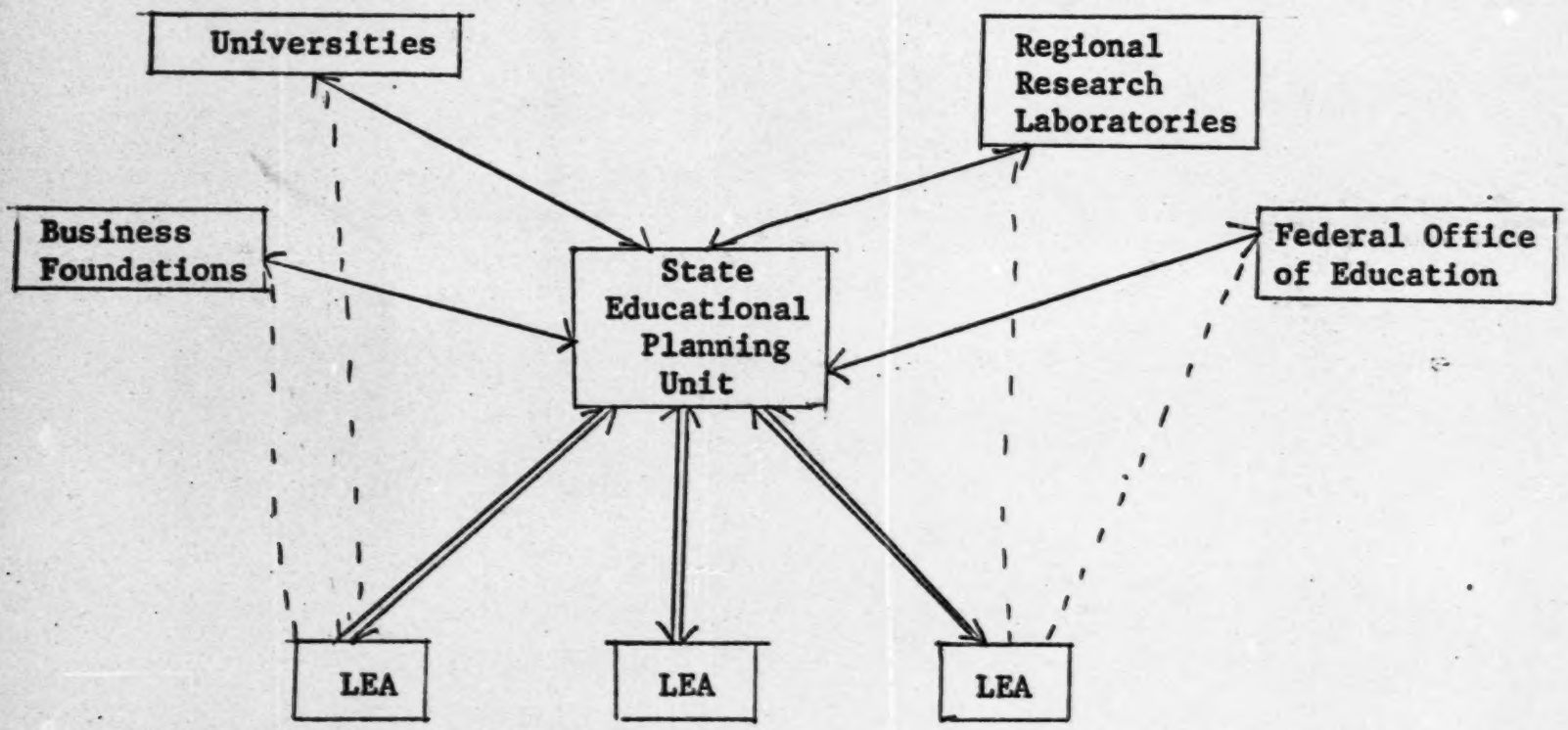


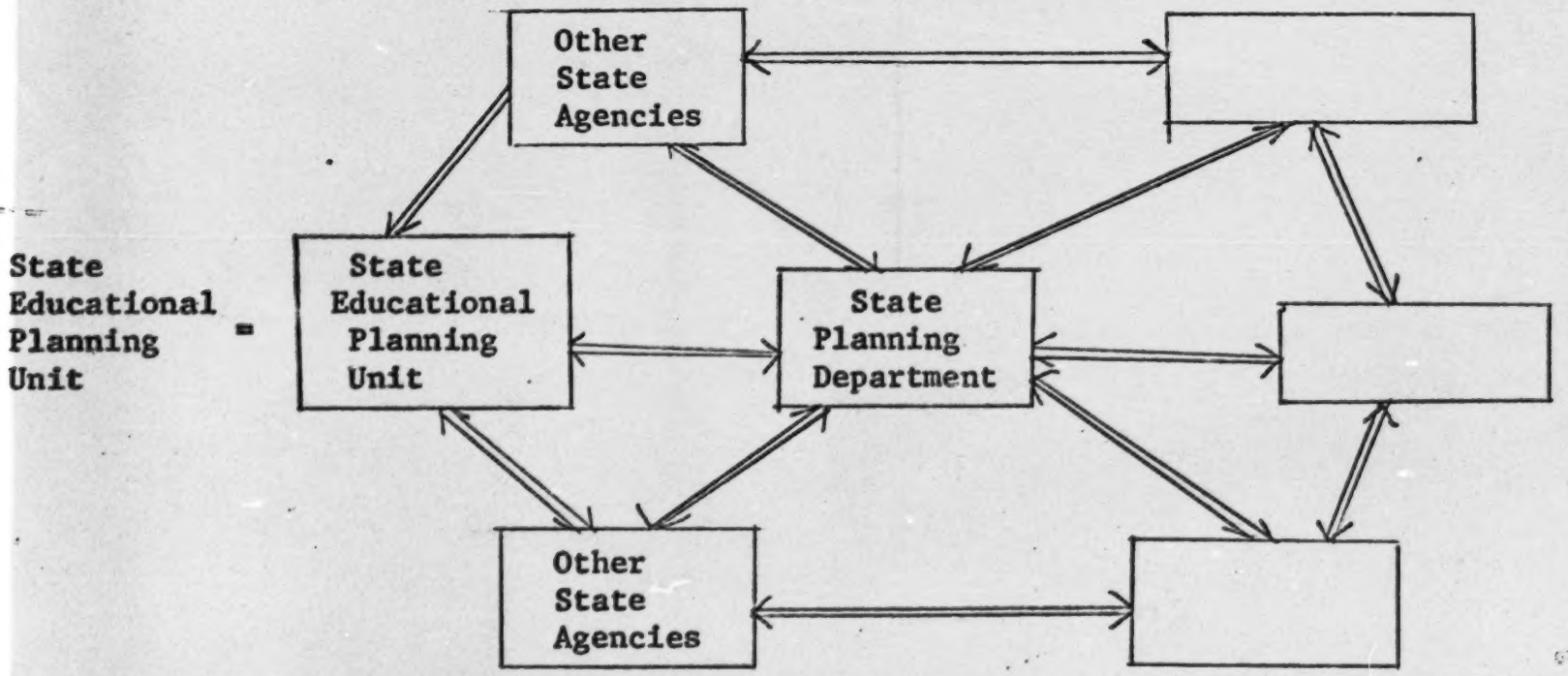
Figure XII



State educational planning is only one part of the larger picture of overall planning for the development of the state. The Planning Unit of the state education agency initiates contacts with the State Planning Department for the purpose of relating educational planning within a state plan, utilizing their expertise in planning, and developing coordination with related state agencies. The Unit encourages the development of planning units within other state agencies, to improve that agency's planning process, and to improve the coordination between state agencies.

Figure XIII

Related State Planning Unit



(8) Citizens' Committee: The Planning Unit must necessarily consider in its planning the values and desires of the citizens it is serving. Not only does it need to collect data on changing characteristics of the population, but it is necessary that they be sensitive to changing social pressures and demands. To accomplish direct contact with citizens representing various interests in the state, it is suggested that the Planning Unit institute a citizens committee to establish goals and guidelines for the State Department of Education. At present there is an active citizens committee representing certain limited interests, called United Forces for Education. This group is designated to direct the citizens committee, with the addition of representatives of all interests in the state. The citizens committee is assigned at specified intervals to make a thorough examination of goals and guidelines for the State Department of Public Instruction and report these to the Governor, the State Board of Education, and all interested organizations.

E. Generalized Planning Strategy

The particular function and responsibilities of the Planning Unit have been delineated above, and structures have been provided for the effective operation of a planning unit. It is impossible for the author to designate the exact nature of the tasks which will be performed by the Unit, as the author is not an expert in this field. Also, the tasks performed depend to a great extent on the person chosen and his particular expertise and preference.

Within these limitations it is possible to generate certain fundamental steps in the planning process, and to outline the role of the Planning Unit at each step. The basis of this design for planning will be a Generalized Involvement Model for Comprehensive Educational Planning, proposed by Bernarr S. Furse in the Multi-State Project on Comprehensive Planning.[12] (See Figure XIV.)

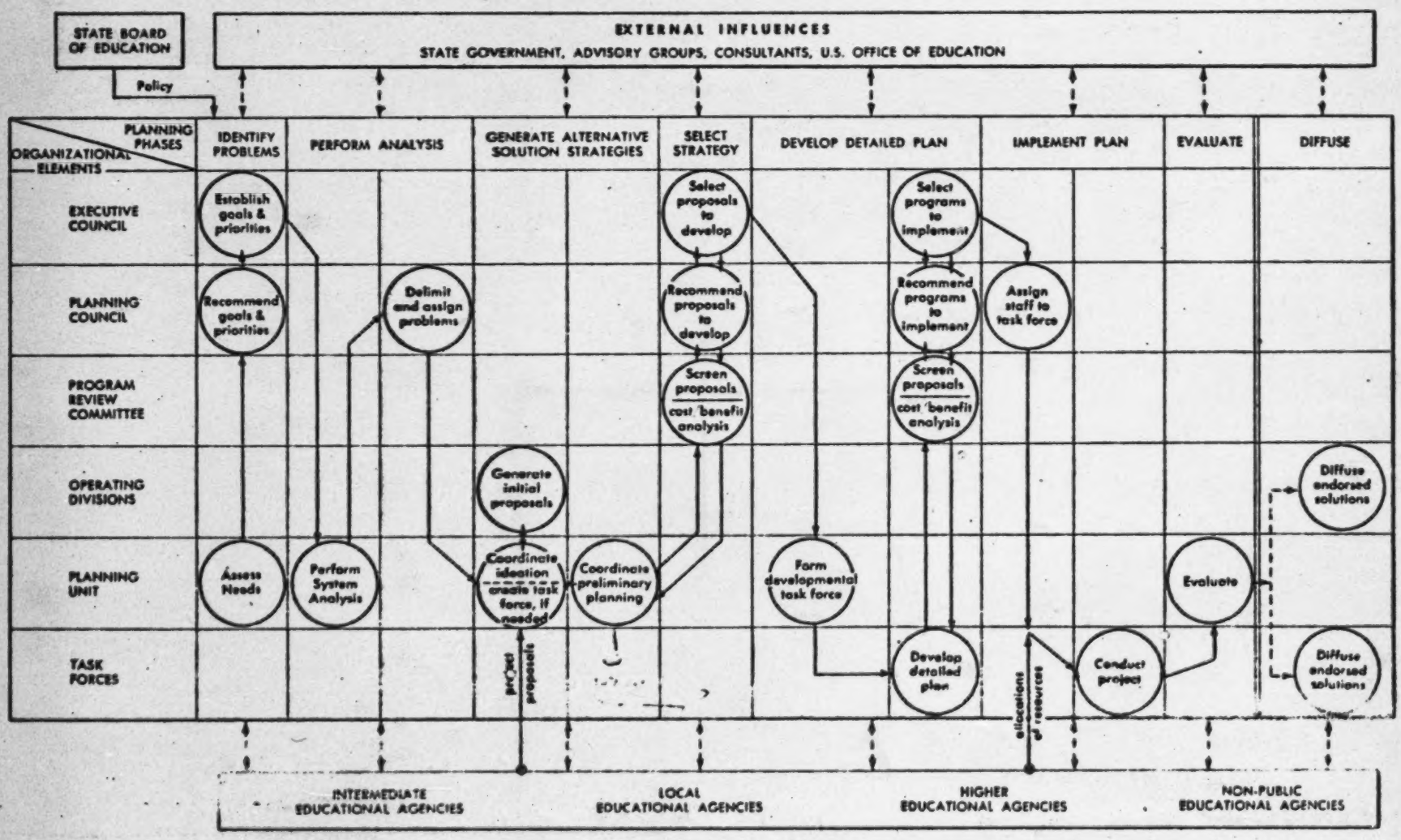
The left-hand column of the model represents the proposed organizational councils. In Delaware, the Executive Council and Planning Council may merge in the Administrative Council. The Administrative Council would be responsible for the combined tasks of the Executive and Planning Councils.

The column headings represent the functions of a systems approach to problem solving. The steps or activities in problem-solving are represented in circles. The position of the circle indicates what council has responsibility for that activity. Arrows indicate the ideal "flow" or direction of the planning process. Certain planning projects will not fit into this pattern; the Model is not intended to be a strict structure for planning, but rather an overall design of the planning process.

The long boxes at the top and bottom of the Model illustrate correlation and interaction during the planning process with the groups named.

Figure XIV
(Generalized Planning Strategy)

A GENERALIZED INVOLVEMENT MODEL FOR
COMPREHENSIVE EDUCATIONAL PLANNING



POOR ORIGINAL COPY - BEST
AVAILABLE AT TIME FILMED

1. Identify Problems: In order to determine problem areas which demand attention at the state level, the Department must examine "what is" and and compare it with "what should be". This phase in planning is divided into three steps.

   (a) Assess Needs: The Planning Unit is responsible for coordinating needs assessment. The Unit collects data from all available sources and combines it with ordered information on the educational system. For this purpose, up-to-date information on all aspects of the educational system are mandatory. The Planning Unit will cooperate with the Research and Data Processing Divisions to retrieve such data.
   At specified intervals, the data and information are analyzed and needs are assessed and presented to the Planning Council to serve as a background for identification of problems and priorities. A framework for needs assessment at the state level is provided by McLure.[13]

   (b) Recommend Goals and Priorities: The Planning Council develops specific recommendations for goals and priorities of education in Delaware. The needs assessment serves as a basis for the recommendations. The significant step here is the examination of goals and priorities for statewide education. This step is often neglected, yet it is essential as it determines the direction, the relevance, and the validity of the entire planning effort. General goals should be translated into specific objectives where possible. Sources which provide guidelines in formulating goals and objectives are listed below.[14]

Suggested criteria for establishing priorities are:

a. Importance of need: The consequences of not satisfying the need.

b. Severity of need: The amount of unsatisfied need.

c. Persistance of need: The length of time the need has existed.

d. Awareness of need: Visibility to public and educators.

e. Relevance of need: Within scope of DPI operations.

f. Time required for planning and implementation.

g. Cost.

h. Barriers to satisfaction of need.

i. Human concerns - strength of social and cultural values for the satisfaction of need.

(c) Establish goals and Priorities:

The Executive Council establishes goals and priorities for statewide education, on the basis of the recommendations from the Planning Council. Additional information may be requested by the Executives; appropriate changes may be made. Final authority for determining goals and priorities is delegated to the Executive Council. Selected goals and priorities should be publicized to all related organizations, and should serve as a basis for allocation of resources.

2. Perform Analysis: A careful and thorough system analysis of each problem serves to determine the exact nature of the problem and to specify the steps necessary to solve the problem.

(a) Perform System Analysis. Furse recommends the following types of system analysis:

(1) Mission Analysis which (1) identifies the major objectives involved, (2) details the performance specifications required, (3) identifies the constraints, and (4) requires the preparation of a mission profile (a sequential flow chart of the major functions involved).

(2) Functional Analysis which is the process used to determine what jobs must be done to accomplish the planning objectives.

(3) Task Analysis which is a further breakdown of each job into the tasks that specify how each subfunction will be accomplished.

(4) Method Means Analysis which identifies the alternative methods and/or means by which the tasks and consequently the entire mission can be accomplished.

(b) Delimit and Assign Problems:

On the basis of the systems analysis, the Planning Council determines what aspects of the problem require attention. Then it assigns various aspects of the problem to appropriate personnel for further solution efforts. If the problem is assigned to a division, planning unit personnel work closely with that division. The Planning Unit itself is assigned responsibility for:

(1) Planning of a long-range nature.

(2) Planning that involves two or more divisions.

(3) Planning identified as needed, but requiring time the operating units could not spend.

(4) Planning that would point to ways the Department could be strengthened.

(5) Planning which would serve to enhance and supplement the many short-range types of planning underway in other units.

3. Generate Alternative Solution Strategies:

The next phase in the planning process is to synthesize elements in the problem to arrive at various solution strategies. Proposals from all levels of the educational system would be studied. Generalized strategies would be compared in terms of cost-effectiveness.

(a) Coordinate Ideation: This is the step concerned with generating ideas for solution strategy. A task force may be selected to perform this function. Proposals from all divisions and levels of the educational system are stimulated by disseminating information from problem analysis.

(b) Coordinate Preliminary Planning: Planning Unit staff would work with appropriate divisions in developing broad outlines of plans for alternative solutions. Estimates of personnel and resources would be submitted. The preliminary plans would provide decision-makers with alternatives, and estimated consequences of alternatives, for effective decision-making. The selected plan would also serve as a foundation for more comprehensive planning.

4. Select Solution Strategy:

The selection of the most feasible and effective strategy is made by the Executive Council on the basis of the data prepared by planners.

(a) Screen Proposals:

The Program Review Committee screens proposals to ensure that adequate information and analysis has been provided on the alternative solutions. The Committee may request more information from those submitting the proposal, or submit alternative solutions to the Planning Council.

(b) Recommend Proposals for Development:

Alternative proposals are carefully considered by the Planning Unit, and recommendations submitted to the Executive Council. All proposals are submitted to the Executive Council for full consideration, with suggestions and recommendations of the Planning Unit.

The Executive Council may also specify personnel from outside the Department to be utilized. Personnel from federal or local education authorities, other state agencies, or a variety of related organizations could be selected. One member from the Planning Unit will be assigned to each task force. Timing for the initial stages of the task force will be specified.

(c) Develop Detailed Plan:

The assigned task force will be responsible for developing a detailed plan for implementation of the strategy. It will utilize appropriate systems techniques to provide a comprehensive plan. The Planning Unit will provide technical assistance to the Task Force in such areas as PERT, CPM, modeling and simulations, and forecasting. It will insure that the plan is detailed in both scope and depth.

(d) Screen Detailed Plans.

(e) Recommend Plans for Implementation.

(f) Select Plans for Implementation.

(g) Assign personnel to Task Force:

These steps parallel the steps involved in screening and selecting solution strategies, except that now detailed plans are selected for implementation.

The Planning Unit would tentatively identify personnel and resources to be utilized in implementing the recommended plan.

(h) Select Proposals for Development:

The final selection of proposals for development is made by the Executive Council. The Council may accept, reject, combine, or modify proposals, or it may request additional analysis or information on certain proposals. The Executive Council commits necessary resources and personnel to selected proposals and organizes for the development of a comprehensive plan.

5. Develop Detailed Plan For Selected Strategy:

Utilizing the tools of systems synthesis or systems engineering, detailed plans are developed for implementing the selected strategy.

(a) Form Developmental Task Force:

Department personnel are assigned to task forces by the Executive Council, as proposals are approved for development.

6. Implement Plan: The "action" phase of planning is carried out by assigned task forces. Often a pilot program will be a first step to implementation. Close interaction between the implementing task force and planners will insure effective translation of plans into action.

7. Evaluate:

This phase feeds information on strategy effectiveness back to the decision-makers and planners. Feedback is utilized to modify the strategy to improve effectiveness of the plan. The Planning Unit is delegated responsibility for modifications. All plans must provide for evaluation procedures, based on detailed objectives.

8. Diffuse:

This phase is actually outside the scope of planning. It was included to indicate the operation of planning within a dynamic system. Successful strategies are disseminated throughout the educational system to provide better education for all.

F. Procedure For Evaluation

It is important to provide for periodic evaluation of the Planning Unit, particularly in the initial phases of development. The author suggests a panel, directed by the Superintendent, as the method for evaluation of the activities of the Planning Unit. The Deputy Superintendent will serve as Executive Secretary to the panel. The panel will be composed of executives and administrators of the DPI, local and federal education representatives, and planning specialists selected from business, research laboratories, and other state agencies.

Various methods are employed to examine the effectiveness of a planning function. Plans produced by the Unit are evaluated on the extent of the problem analysis, the alternatives offered, and the comprehensiveness of the plan. Furthermore, the degree to which plans are implemented will serve as a measure of the effectiveness of the planning function. The organizational relationships and the planning strategy are themselves subject to evaluation and modification. All in all, the Planning Unit will be evaluated on the degree to which it carries out the functions and responsibilities delegated to planning. The evaluation must take into account the resources and personnel delegated to planning and the support provided by top leadership.

The panel is directed to evaluate all plans and services provided by the Planning Unit. It is directed to outline inadequacies of plans and services and to recommend improvements. In addition, inadequacies of personnel, resources, and management support are explored and adjustment made. Finally, the panel delineates additional services which the Unit could provide to state education.

The evaluation activity is valuable in several respects. First, it provides valuable feedback on the workings of the Planning Unit, to improve its effectiveness and to insure that it is satisfying felt needs for planning at the various levels

of education. Second, the evaluation provides an opportunity for divisions of the Department (who may resent having their programs evaluated by the Planning Unit) to do a "turn-about" evaluation of the Unit. In this evaluation, the divisions will focus on ways in which the Unit can do MORE to aid them. Finally, the evaluation panel is valuable since it brings together all groups related to the planning function and in this way serves as a valuable stimulus to better planning.

The recommendations of the evaluation panel are submitted to the Executive Council where appropriate action is taken.

IX. PHASES FOR THE ESTABLISHMENT OF A PLANNING UNIT WITHIN THE DPI

The sections just completed determine a planning unit to effectively provide continuous, coordinated and comprehensive planning for the DPI. This model will serve as a goal which the DPI will work toward with all possible speed. Four stages are suggested for the "phasing-in" of the Planning Unit.

These stages were selected for their effectiveness in eliminating barriers to the development of a planning unit. Each of the four stages could be broken into smaller stages, or stages could be modified or combined at the discretion of the Superintendent.

As the stages are implemented, a full evaluation must be made of the operations and accomplishments of each stage before proceeding to the next stage. On the basis of this evaluation, the Department determines whether to more fully develop the current phase or proceed to the next phase of planning.

Barriers to establish a planning unit include:

(1) Limited money available to planning.

(2) Resistance of Department personnel to evaluation of their programs and procedures.

(3) Resistance of Department personnel to a specialist, using unfamiliar methods and techniques.

(4) Limitations of present data collection and analysis.

(5) Limitations of specialist unfamiliar with Department operations.

(6) Initial limitations of small unit (3 staff members) in handling full planning responsibilities.

These are factors which must be reduced in implementing planning. The four proposed stages should minimize these and other barriers to planning.

Phase 1

Functions: The functions of Phase I are:

(a) To hire a planning specialist as Director for Planning Services and introduce him to DPI operations.

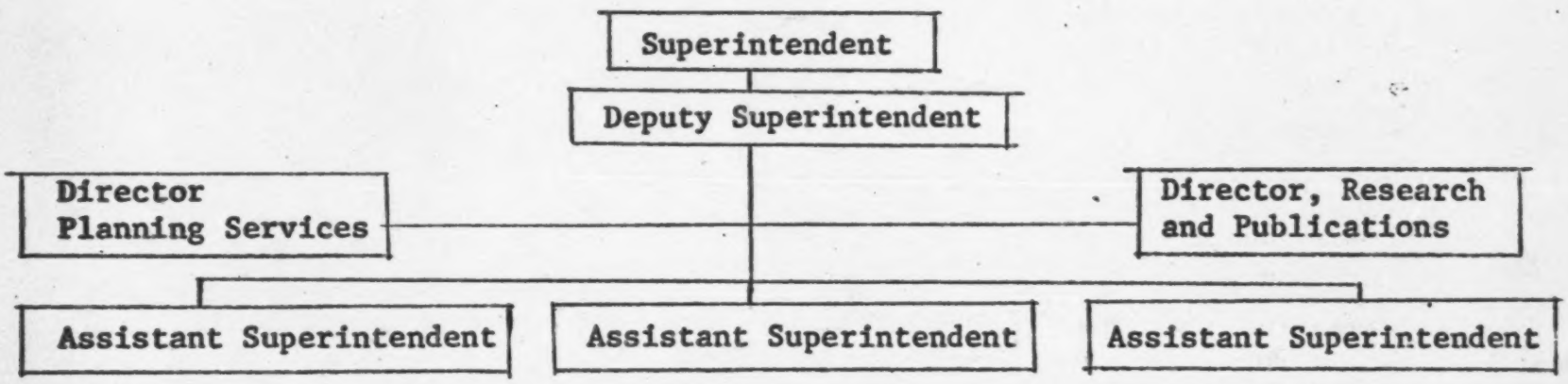
(b) To acquaint Department personnel with potentially useful advanced planning techniques.

(c) To train personnel in specific techniques to aid planning.

(d) To examine data collected by the Department and delineate areas where additional information on data analysis is required to support comprehensive and long-range planning.

Personnel: The author strongly recommends as a first step in improving the DPI planning capability, the hiring of a specialist in educational planning. This step serves as an initial stimulus to the planning effort. In-service training of Department personnel for the position is time-consuming and resources spent on training are less effective than money spent on hiring one highly-qualified specialist. The Specialist guides the direction of the entire planning effort. Therefore, the Department must offer a salary high enough to attract and keep a competent, qualified person in this position. During the initial phase of development, the Specialist works in direct contact with the Superintendent. (See Figure XV.)

Figure XV



This phase serves to minimize the initial resistance to the Specialist and to provide the Specialist with an overall view of the planning needs.

The in-service training of Department personnel directed by the Specialist has the dual value of improving the planning within the divisions and minimizing the resistance to the operations of the Planning Unit by familiarizing personnel with the advantages of its methods. Divisions are less likely to oppose innovation when it clearly presents advantages to them.

The study of data and information supports for planning will pinpoint additional data and equipment needed to support planning.

Structures: The Planning Specialist will attend Administrative Council meetings. This is the main organizational relationship through which the Specialist will operate, directed by the Superintendent. Steps will be taken in this phase to develop the Information Systems Council as another organizational relationship for planning.

Phase 2:

Functions: The functions of Phase II are:

(a) To train two persons for the staff positions of the Planning Unit.

(b) To establish improved data collection and processing procedures.

(c) To generate long-range projections of needs and resources.

(d) To engage in one or more limited planning projects to determine the effectiveness of the planning strategy

(e) To assess needs and identify problem areas in the Department.

Personnel: Two persons are to be selected from within the DPI for their knowledge and skills in specified aspects of state education (See section on Professional Competencies of Planning Staff). The persons will be trained as

"Planning Associates". The persons will work half-time in their former position, and half-time in training directed by the planning specialist. Steps should be taken to hire new personnel for the former positions of the staff.

Structures: The organizatinnal councils for planning, including the Executive Council, Planning Council, Information Systems Council, and Task Forces, will be utilized in the test projects. Thorough evaluation will be made of planning strategy to perfect the process.

Phase 3:

Functions: The functions of Phase III are:

(a) To establish a separate planning unit with three staff persons.

(b) To utilize the modified planning procedure to provide comprehensive planning for high-priority problems.

(c) To coordinate Department planning, evaluating information and communications patterns.

Personnel: In this phase, the Division of Planning Services becomes a reality with a staff of three specialists in planning. Phase 3 initiates a comprehensive planning mechanism into the DPI, with limited responsibilities. The Unit focusses on several high-priority problems while coordinating planning department-wide. The Planning Unit will limit its role to coordinating Department planning and performing comprehensive analysis of specified problem areas.

Structures: The organizational planning relationships and strategy will be fully utilized to implement the planning process.

Phase 4:

Phase 4 will be the full implementation of the planning Unit described above. In this phase, the Unit provides leadership in the development of planning capabilities to other levels in the educational system and to other agencies. It initiates contacts with all related organizations and mediates their needs and interests. It prepares detailed long-range plans for state education. This phase is an extension of Phase 3. Phase 3 establishes planning in the Department. In Phase 4, the Unit serves to stimulate others toward better planning and coordination.

The personnel, structures and procedures utilized in this phase are described in Section VIII, The Planning Unit.

SUMMARY AND RECOMMENDATIONS

The author, a recent University Graduate, was commissioned to make a ten-week study "to determine and establish a planning unit to provide the Department of Public Instruction with the capability for continuous, comprehensive, long-range and coordinated planning." The method of investigation was an extensive review of the literature on planning combined with a careful examination of the specific planning needs and operational relationships within the Department.

Specific needs for improved planning within the Department include:

a. The need for training in planning tools such as systems analysis and CPM for Department personnel involved in planning.

b. The need for evaluation and updating of existing programs of DPI.

c. The need for a system to coordinate planning Department-wide.

d. The need for ordered alternatives for decision-makers.

e. The need for long-range projections and planning as a guideline for short-term efforts.

The findings of the report are limited both by the author's lack of expertise in the fields of education planning and state level education and by the theoretical nature of the literature reviewed. Recommended planning structures and techniques have not been experimentally validated. The study was further limited by the ten-week time limit.

Within these limitations, the author proposes the establishment of a separate planning unit in the DPI, to provide the Department with an effective planning capability.

The Planning Unit will be specifically designated responsibility for

- continuous
- comprehensive
- coordinated
- long-range

planning. The Unit will not perform all planning, but rather will direct training for Department personnel to improve their planning techniques, establish improved patterns of communication and coordination, and perform planning tasks as needed.

It is necessary to determine the organizational structure of the Planning Unit. It is proposed that the head of the Unit be entitled "Director of Planning Services," and staff members be "Planning Associates". The Unit itself is to be in direct contact with the Superintendent, as in Figure II.

The staff personnel will have specific expertise in planning, and responsibility for certain planning functions, as follows:

Director of Planning:

- Coordinates the planning functions with other Department operations.
- Provides liaison between state educational planning and planning in other agencies and other educational organizations.
- Develops communications networks both inside and outside the DPI.
- Directs in-service training.
- Directs long-range planning.

Planning Associate I:

- Prepares legislation and the implementation of laws which affect planning.
- Perceives and analyzes social, economic and political trends in relation to education.

- Performs cost-benefit analysis of alternative strategies.
- Develops a PPBS for the DPI.
- Assists and coordinates in applications for funds by both state and local levels of education.

Planning Associate II:

- Perceives and analyzes environmental and program data.
- Directs activities of needs assessment and priority ranking.
- Prepares simulation models based on alternatives proposed.
- Improves information collection, analysis and dissemination.

The Planning Unit functions through a series of councils and committes:

The Executive Council:

Directed by the Superintendent and composed of the Assistant Superintendents, the Director of Research and Publications and the Director of Planning Services, this council makes decisions, by consensus, on plans proposed by the Unit. (See Figure V.)

The present Administrative Council of the DPI is officially authorized as the Executive Council, to make final decisions on planning.

The Planning Council:

Directed by the Superintendent and including all Assistant Superintendents and Directors, the Planning Council serves to organize for the process of planning and evaluation and to coordinate planning. Final plans and recommendations are sent to the Executive Council. The present monthly meeting of the Administrative Council of the DPI will serve as the Planning Council (See Figure VII).

Program Review Committee:

Composed of several members of the department staff and including at least one member of the Planning Unit, the Program Review Committee develops and screens proposals prior to the Planning Council (See Figure VIII).

Task Forces:

Task Forces are specifically assigned to complete tasks for planning or the implementation of planning. They are composed of members with particular expertise in the specified area.

Information Systems Council:

The Information Systems Council combines the talents of Department personnel involved in information collection, analysis and dissemination, to focus on these areas to improve the planning capability. Members are the Director of Data Processing, the Director of Planning Services, the Research Systems Analyst, and Information Systems Representatives from all operating divisions. (See Figure IX)

The Planning Unit will further assist LEA's to develop their planning capability and to perform specified planning tasks. It will serve to coordinate between LEA's and research and related institutions which contribute to education. The Unit will stimulate the state agencies to improve their planning capability. Finally, the Unit will establish a citizen's committee to examine goals and guidelines for the DPI and to make recommendations at specified intervals.

For effective planning, the Planning Unit will establish a specified pattern or network by which planning problems will be perceived and analyzed and solutions will be implemented. A general planning strategy is illustrated in Figure XIV. A full description of the strategy is included above.

Finally, the Planning Unit must establish procedures by which its operations will be evaluated. The author recommends an evaluation panel, composed of all personnel related to the Planning Unit, both within and outside the DPI. The purpose of the panel is both to evaluate past performance of the Unit in relation to the support provided it, and also to stimulate interest and cooperation in the planning effort. Recommendations of the panel are given to the Executive Council, where appropriate action is taken.

The author proposes that the DPI set as its objective for improved planning unit designed above. Realistically, the Department cannot establish such a unit immediately because of limitations of money available to planning. It is recommended that the department utilize four stages to "phase-in" an effective planning unit:

a. Phase I:

(1) Hire a planning specialist as Director for Planning Services and introduce him to DPI operations.

(2) Acquaint Department personnel with potentially useful planning techniques.

(3) Train Department personnel in specified techniques to aid planning.

(4) Examine data collected and analyzed by the DPI and delineate areas where improved analysis is required to support comprehensive and long-range planning.

b. Phase II:

(1) Train two persons for the staff positions of the Planning Unit.

(2) Establish improved data collection and analysis.

(3) Generate long-range projections of needs and resources.

(4) Engage in one or more limited planning projects to determine the effectiveness of the planning strategys.

(5) Assess needs and identify problem areas.

c. Phase III:

(1) Establish a separate planning unit with three staff persons.

(2) Utilize the modified planning procedure to provide comprehensive planning for high-priority areas.

(3) Coordinate Department planning, evaluating information and communications patterns.

d. Phase IV:

The full operation of the Planning Unit. providing leadership and directions to planning throughout the educational system.

The author recommends the "Phasing-in" of a planning unit, to provide improved planning Department-wide, as a higher-priority goal for the DPI.

FOOTNOTES

1. Wolvek, Joe, "A Comprehensive Planning Process for the State Department of Public Instruction," (Des Moines: Iowa Department of Public Instruction, 1968) p. 9.

2. Furse, Bernarr, "A Syncretic Model," (Salt Lake City: Utah State Board of Education, 1968) p. 76.

3. Wolvek, op cit., p. 8.

4. Furse, op. cit., p. 83.

5. Ibid., p. 86.

6. Wolvek, op. cit., p. 9.

7. Ibid, p. 34.

8. Richards, Donald K., "Initiation of Planning in the Utah State Education Agency," (Salt Lake City: Utah State Board of Education, 1968) p. 41.

9. Wolvek, op cit., p. 36.

10. Furse, op. cit., p. 27.

11. Acknowledgement of Credit: Acknowledgement is made to Bernarr S. Burse for the main form of the council and committees.

12. Furse, op. cit., p. 48.

13. McLure, William P., "Statewide Techniques for Survey and Analysis of Educational Needs," (Urbana, Illinois: College of Education, University of Illinois, 1968.)

14. Eastmond, Jefferson N., Developing an Operational Philosophy of Education (Burlingame, California, Operation PEP, 1968)

Benjamin S. Bloom et al, Taxonomy of Educational Objectives, Handbook I: Cognitive Domain (New York: David McKay Co., Inc., 1956)

David R. Krathworl et al, Taxonomy of Educational Objectives, Handbook II: Affective Domain (New York: David McKay Co., Inc., 1956)

BIBLIOGRAPHY

Baker and Schaeffer, "Making Staff Consulting More Effective". Harvard Business Review. Cambridge, Massachusetts, 1969.

Battelle Memorial Institute Columbus Laboratories. "Summary Report, Phase I." Prepared for Ohio Department of Education. Columbus, 1968.

Bobbe & Schaeffer. "Mastering Change: Breakthrough Projects and Beyond." American Management Association Bulletins. 1968.

Brooks, Richard D. "Comprehensive Planning in State Educational Agencies." Madison: Wisconsin Department of Public Instruction, 1968.

Buchmiller, Archie. "Central Comprehenvise Educational Planning: A Role for State Educational Agencies." Madison: Wisconsin Department of Public Instruction, 1969.

Bush, Dr. Donald O. and Jones, Dr. Willard G. "Educational Development." Rocky Mountain Educational Laboratories, Inc., 1969.

Cook, Desmond L., Programs Evaluation and Review Techniques. U.S. Department of Health, Education and Welfare, Office of Education. Columbus, Ohio, 1966.

Delaware Department of Public Instruction. "Annual Report 1967-1968." Narrative Section. Dover: Delaware Department of Public Instruction, 1968.

Delaware Department of Public Instruction. "Annual Report 1967-1968." Statistical Section. Dover: Delaware Department of Public Instruction. 1968.

Delaware Department of Public Instruction. 1969 School Laws of Delaware. Dover: Delaware Department of Public Instruction, 1969.

Digest of Nevada School Facilities Planning. Reno: Laboratory of Research and Education Planning Center, 1968.

Freedman, Stephen A. and Swanson, James R. "A Model for Planning Education." Tallahassee: Florida Department of Education, 1969.

Furse, Bernarr S. and Wright, Lyle O. Comprehensive Planning in State Education Agencies: A Seven State Project. Salt Lake City: Utah State Board of Education, 1968.

Guba, Egon G. "A Model of Change for Instructional Development." (Paper for Educational Media Conference, Indiana University, 1968) National Institute for the Study of Educational Change, Bloomington, Indiana, 1968.

Hansen, Kenneth H. "Planning for Educational Change: A Statewide Approach." 1968.

International Institute for Educational Planning. "Educational Planning: An Inventory of Major Research Needs." Paris: International Institute for Educational Planning, 1965.

Kentucky Department of Education, Office of Curriculum Development. "Planning for In-Service and Curriculum Development." Kentucky Department of Education, 1969.

Laws of Delaware. "House Bill 438, Amendment 2." Laws of Delaware, Chapter 292, Volume 56, 1969.

Mace, Myles L. "The President and Corporate Planning." Harvard Business Review. Cambridge, Massachusetts, Jan-Feb 1965.

NDEA Institute for In-Service Training of Educational Planners. "Institute for State Educational Planners." National Conference on Educational Planners, 1968.

Perkins, Joseph A., Jr. PPBS and MIS, Their Role in Managing Education. Washington, D. C.: Peat, Marwick Mitchell and Company.

Rappaport, Donald. "New Approaches in Public Education." American Institute of CPA's, New York.

Schaeffer. "Managing by Total Objectives." American Management Association Bulletin, 1964.

Schaeffer. "Putting Action Into Planning." Harvard Business Review. Cambridge, Massachusetts, November-December 1967.

Schaeffer. "Strategy for the Corporate Planner."

State Commission on Public Education. "Citizens for the 21st Century." Presented to California State Board of Education, Sacramento, California, 1967.

Vermont Department of Education. "Vermont Design for Education." Vermont Department of Education, 1968.

Watson, Coral Lee. "Proposal for Establishing a DPI Research Information Center." Dover: Delaware Department of Public Instruction, 1969.

Wilsey, Carl. "Program-Budgeting: An Easy Guide With the Confusion Removed." American School Board Journal, May 1969.